

# 2016 Subdivision Staging Policy Working Draft

May 9, 2016

## PRESENTATION

- Working Draft – review for approval of a public hearing draft
- Expected County Growth and Change
- Does the Subdivision Staging Policy support County goals?
- Where it doesn't - recommendations for change.

Changes that we anticipate for the County mean that it is essential for the 2016 Subdivision Staging Policy to recommend ways to revise our transportation analyses as well as our school capacity measurements, looking at these procedures within a larger context of community character, both to understand changing trends and to broaden our thinking about the infrastructure of community.

## SLOWER GROWTH FORECASTED

**2015-2025:**

+ 72,000 people

+ 30,700 households

+52,300 employees

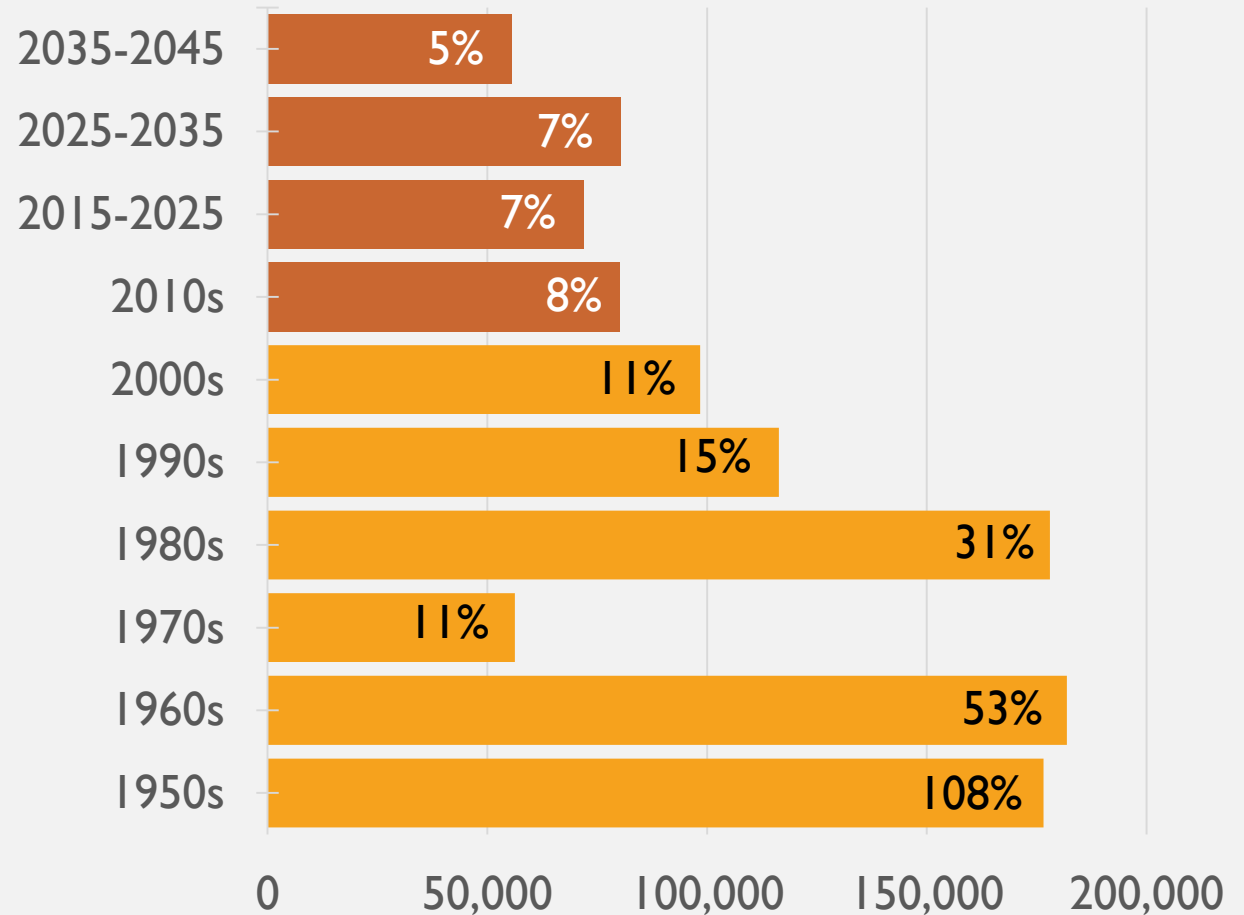
**Per day:**

20 people

8 households

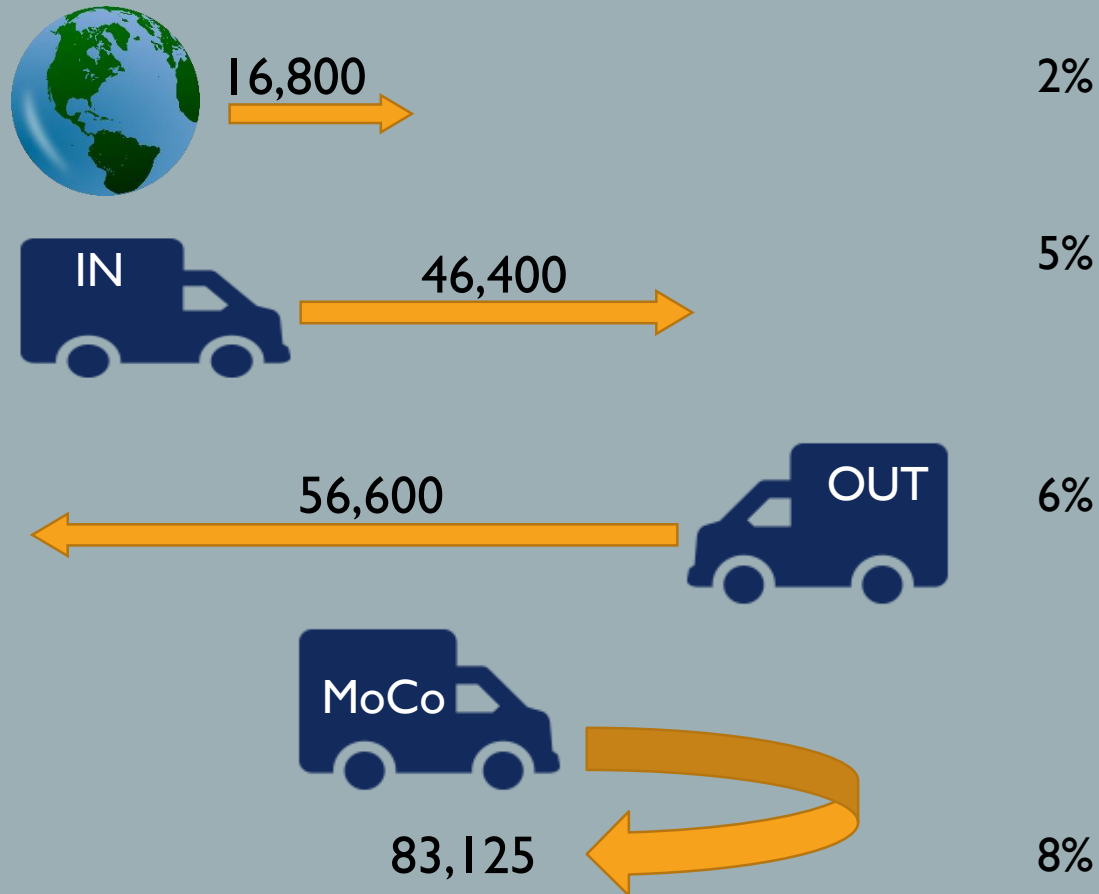
14 employees

Population Gains & % Rate of Growth  
By Decade 1950-2045



## CHANGING MIX MORE DRAMATIC THAN POPULATION GROWTH

### Movement of Residents (2014)



Source: 2014 American Community Survey, 1-year.

### Number of Births (2014)

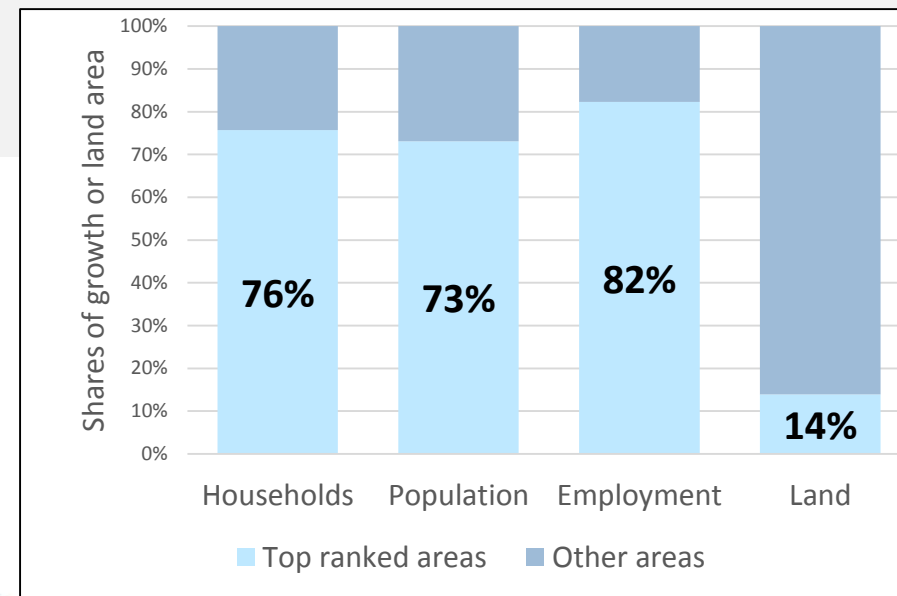
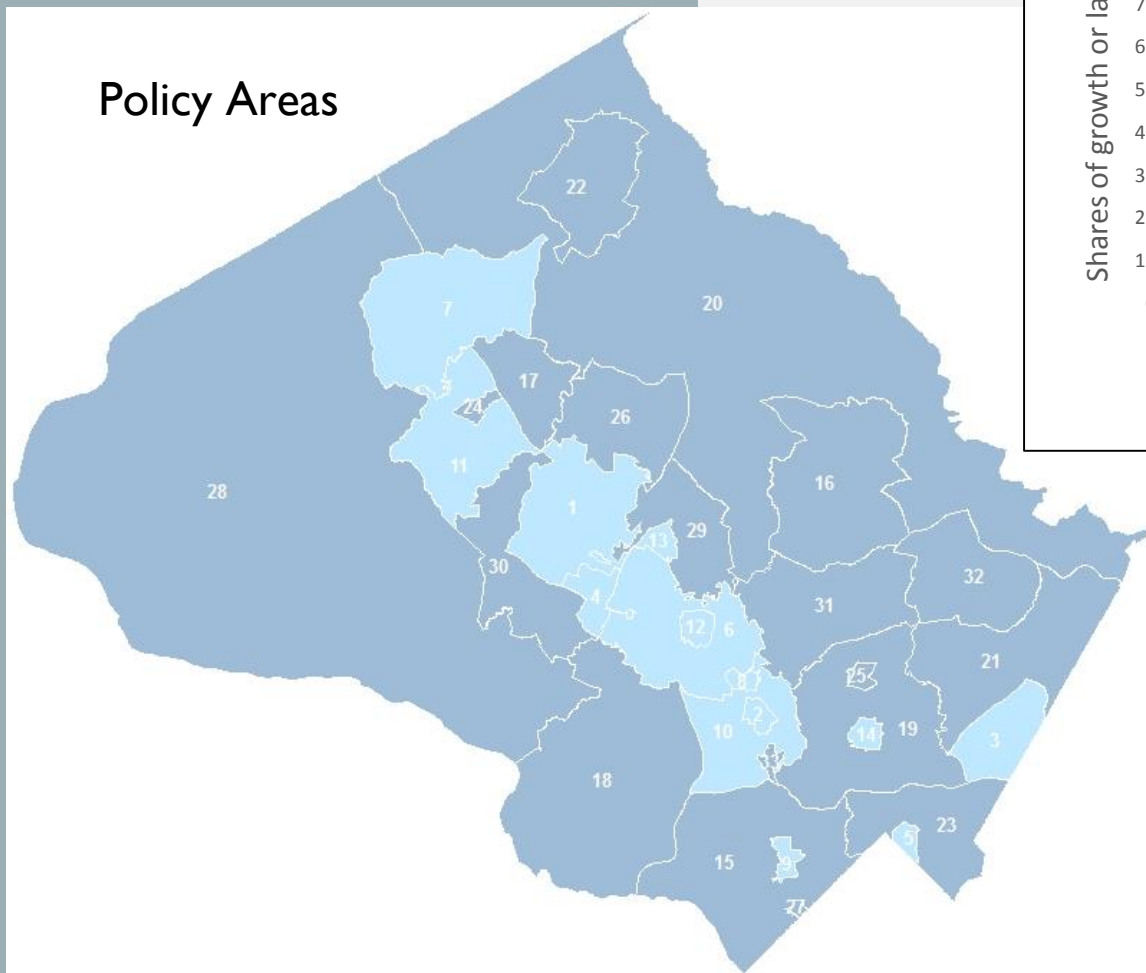


### Life Cycle of an Aging Population

Age (% of pop)	2015	2025
Baby Boomers	51-69 (25%)	61-79 (19%)
Millennials	18-34 (25%)	28-44 (28%)

## Forecasted Patterns of Growth (2010 to 2045)

Rank	Policy Area Name
1	Gaithersburg City
2	White Flint
3	White Oak
4	R&D Village
5	Silver Spring CBD
6	Rockville City
7	Clarksburg
8	Twinbrook
9	Bethesda CBD
10	North Bethesda
11	Germantown West
12	Rockville Town Center
13	Shady Grove Metro Station
14	Wheaton CBD
15	Bethesda/Chevy Chase
16	Olney
17	Germantown East
18	Potomac
19	Kensington/Wheaton
20	Rural East
21	Fairland/Colesville
22	Damascus
23	Silver Spring/Takoma Park
24	Germantown Town Center
25	Glenmont
26	Montgomery Village/Airpark
27	Friendship Heights
28	Rural West
29	Derwood
30	North Potomac
31	Aspen Hill
32	Cloverly
33	Grosvenor



Note: Rank for share of growth is the average of each policy area's employment and household growth ranks.

Source: 2010 to 2045 COG Round 9.0 Cooperative Forecast. All data tabulated by the Research & Special Projects Division.

## 2016 SUBDIVISION STAGING POLICY

Do the current tools used to evaluate  
the impact of new development  
measure qualities that support our  
County goals?

### Countywide Goals

- Direct development to established communities and town centers
- Preserve parkland and agricultural land
- Provide better transportation choices



Transportation is not an end in itself

It is a means by which we support individual and collective  
goals and objectives.

## 2016 SUBDIVISION STAGING POLICY

The Subdivision Staging Policy **should** support our master plan goals, providing guidance for the implementation of our plans.

Master plan vision often strives to...

Enhance quality of life through increased access to jobs, shopping, and entertainment.

Strengthen the potential for economic development through job creation, and increases in property values.

Improve ecological sustainability by promoting reduction in CO<sub>2</sub> emissions, and storm water runoff.

Support social equity by promoting affordable housing, and access to jobs and services throughout our communities.

## 2016 SUBDIVISION STAGING POLICY

Does the current SSP support these goals?

Not well enough.

### Drawbacks of the current SSP -

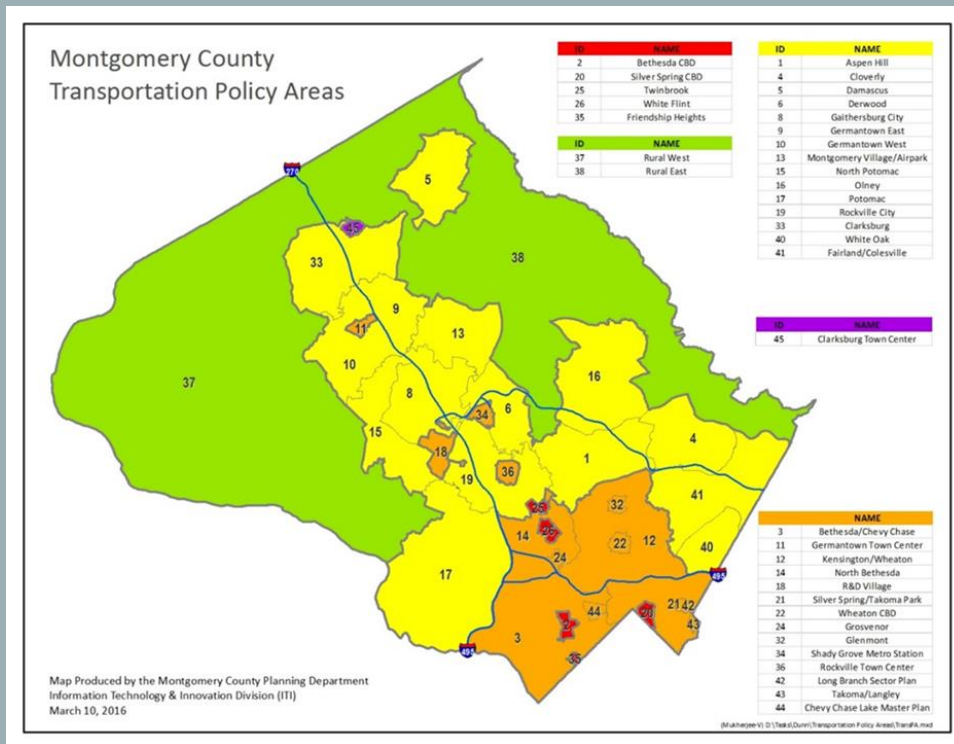
- Policy area groupings not sufficiently related to travel demand
- Too great a reliance on Level of Service (LOS) and other auto-oriented measures
- Scale of analysis should better match the size and characteristics of the area or project
- Intersection capacity and vehicle delay provide too narrow a focus in some areas
- Inequity of “the last one in”
- Mitigation not always provided in the desired form
- No recognition of the connection between parking and travel demand



# TRANSPORTATION RECOMMENDATIONS

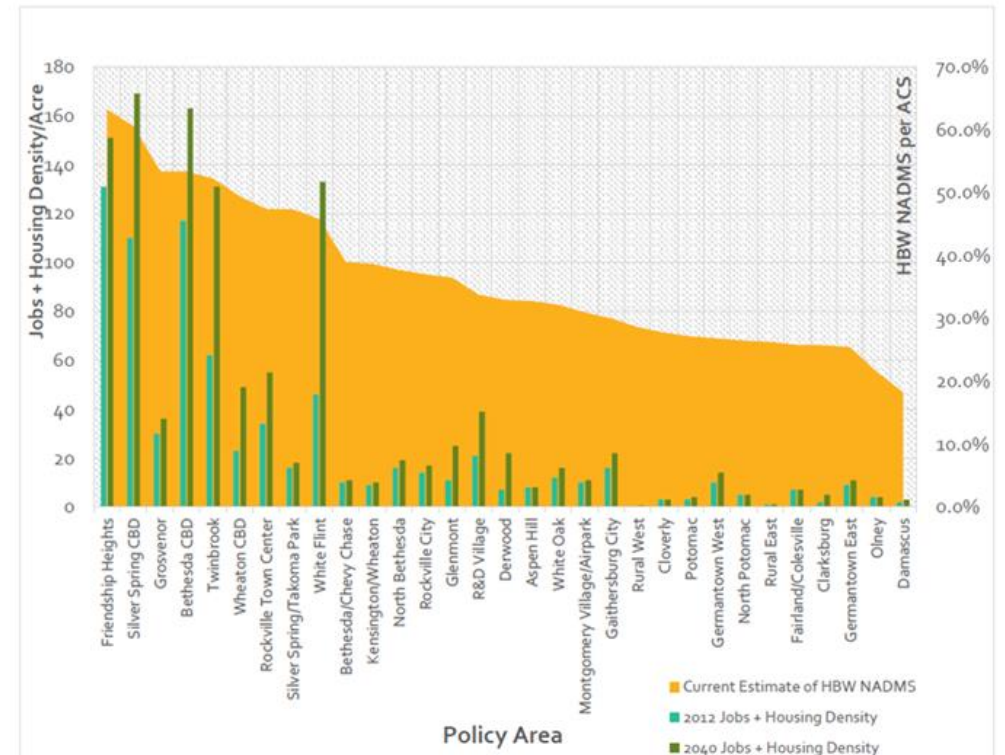
Policy area groupings not sufficiently related to travel demand

How do we fix it?



Organize policy areas into four groups that recognize **current land use patterns**, the **use of modes of travel other than the single occupant vehicle**, and the **planning vision** for different parts of the County.

Figure 5: Comparing Existing and Future Density with Current HBW NADMS by Policy Area



# TRANSPORTATION RECOMMENDATIONS

## Core:

Friendship Heights  
Silver Spring CBD  
Grosvenor  
Bethesda CBD  
Twinbrook

## Corridor:

Wheaton CBD  
Rockville Town Center  
Silver Spring/Takoma Park  
White Flint  
Bethesda/Chevy Chase  
Kensington/Wheaton  
North Bethesda  
Rockville City  
Glenmont  
R&D Village  
Derwood  
Clarksburg Town Center  
Chevy Chase Lake  
Long Branch  
Takoma/Langley

## Residential:

Aspen Hill  
White Oak  
Montgomery Village/Airpark  
Gaithersburg City  
Cloverly  
Potomac  
Germantown West  
North Potomac  
Fairland/Colesville  
Clarksburg  
Germantown East  
Olney  
Damascus

## Rural:

Rural West  
Rural East

## Core



Bethesda CBD

## Corridor



Clarksburg Town Center

## Residential



Olney

## Rural



Rural West

# TRANSPORTATION RECOMMENDATIONS

## Urban:

Bethesda CBD  
Bethesda-Chevy Chase  
Derwood  
Friendship Heights  
Glenmont  
Grosvenor  
Kensington/Wheaton  
North Bethesda  
Rockville City  
Rockville Town Center  
Shady Grove  
Silver Spring CBD  
Silver Spring/Takoma Park  
Twinbrook  
Wheaton CBD

## Suburban:

Aspen Hill  
Clarksburg  
Cloverly  
Gaithersburg City  
Germantown East  
Germantown Town Center  
Germantown West  
Montgomery Village/Airpark  
North Potomac  
Olney  
Potomac  
R&D Village

## Rural:

Rural East  
Rural West

## Urban



Silver Spring CBD



Shady Grove

## Suburban



Germantown Town Center



Cloverly

## Rural



Rural West



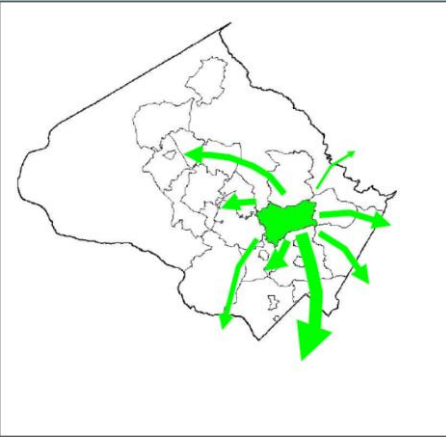
## TRANSPORTATION RECOMMENDATIONS

Too great a reliance on Level of Service (LOS)  
and other auto-oriented measures

How do we fix it?

- Remove policy area test based on Level of Service (LOS) performance standards
- Remove Critical Lane Volume (CLV) as a measure of intersection adequacy – retain CLV as a Traffic Impact Study screening tool only
- Move from using only vehicle trips as a traffic study screening tool to using **person trips**, broken down into the proportion of trips made by vehicle, transit, and walking.

## TRANSPORTATION RECOMMENDATIONS



Remove policy area test based on Level of Service (LOS) performance standards

Measure policy area transportation adequacy based on accessibility to jobs.

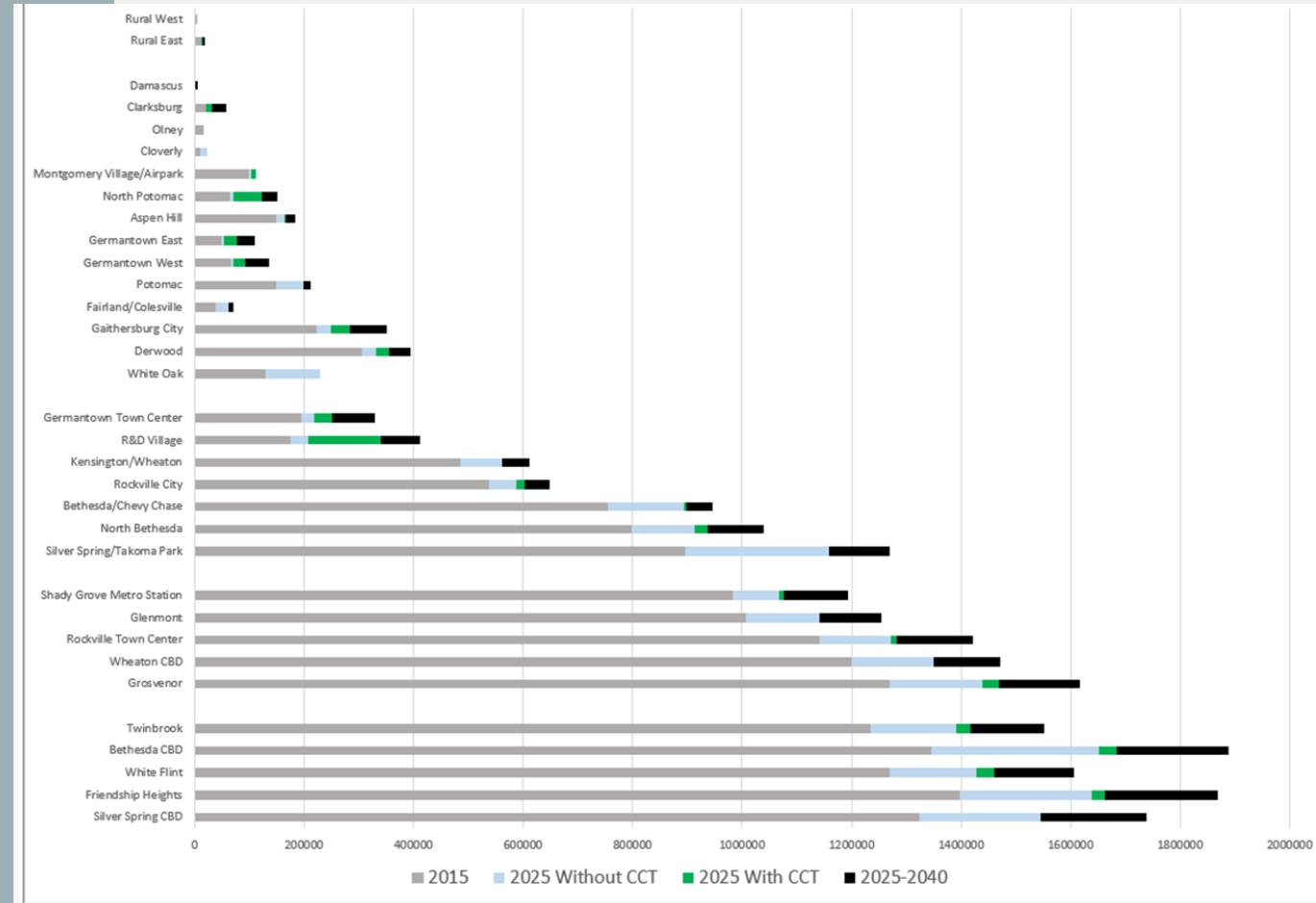
### **Accessibility to Jobs Within 60 Minutes**

Number of regional jobs available within 60 minutes by walk-access to transit from households in each Policy Area

## TRANSPORTATION RECOMMENDATIONS

- Measures progress towards transit system implementation by setting threshold based on accessibility goal
- Organized by policy area groupings
- Highly responsive to changes in both land use and transit facilities
- Complements the local area test which evaluates the adequacy of the local road network

Transit Accessibility to Jobs within 60 minutes by Policy Area



## TRANSPORTATION RECOMMENDATIONS

Scale of analysis should better match the  
size and characteristics of the area or  
project

How do we fix it?

Policy areas are based on geographic areas with similar transportation characteristics. The proposed Policy Area Test would not apply in the Core policy areas as they, by definition, have good accessibility.

Currently, **all** MSPAs are exempt from the transit adequacy component of the Transportation Policy Area Review (TPAR, the current policy area test).

### Current

Bethesda CBD  
Friendship Heights  
Glenmont  
Grosvenor  
Shady Grove  
Silver Spring CBD  
Twinbrook  
Wheaton CBD

### Proposed

Bethesda CBD  
Friendship Heights  
Grosvenor  
Silver Spring CBD  
Twinbrook

The Policy Area Test would also not apply in the rural areas since attaining adequate high quality transit in these areas is neither desired nor likely. The rural policy areas are currently exempt under TPAR.

## TRANSPORTATION RECOMMENDATIONS

Scale of analysis should better match the size and characteristics of the area or project

How do we fix it?

The proposed thresholds for the Local Area Test reflect the recognition of varying impacts from projects of different sizes.

The conversion from vehicle trips to person trips, and incorporation of trip reduction based on parking and other travel demand factors further supports right-sized analyses.





## TRANSPORTATION RECOMMENDATIONS

Scale of analysis should better match the size and characteristics of the area or project

How do we fix it?

### Steps for Determining Local Area Test Requirements:

- Define proposed development size and type of use.
- Identify ITE vehicle trips then apply Policy Area adjustment factors for County specific trips rates.
- Using County specific vehicle trip rates identify the number of person trips by travel mode.
- Using persons trips, apply site-specific adjustment factors for such things as transit station proximity, reduced parking, and/or TDM programs.
- Using adjusted person trips by travel mode, evaluate transportation mode study requirements:
  - No study requirements in Core areas.
  - Traffic study, if more than 75 person trips in non-Core Metrorail Station Policy Areas, or more than 50 person trips elsewhere.
  - Transit study, if more than 50 transit trips.
  - Pedestrian study, if more than 100 pedestrian/bicycle trips.

## TRANSPORTATION RECOMMENDATIONS

Intersection capacity and vehicle delay provides too narrow a focus in some areas

How do we fix it?

Currently, most projects requiring a Local Area Transportation Review (LATR) study look at critical lane volume, or CLV, as the measure of adequacy. CLV provides a snapshot of intersection performance at a particular place and time.

Its primary advantage is that it is a very simple and economical way to quickly gauge whether an individual intersection is operating near its design capacity.

Its noted disadvantages are that it does not reflect travel time or delay, is insensitive to operational improvements like signal timing and does not reflect upstream or downstream conditions.

## TRANSPORTATION RECOMMENDATIONS

Intersection capacity and vehicle delay  
provides too narrow a focus in some areas

How do we fix it?

The SSP draft recommends retaining CLV as a screening tool **only** –and lowering the threshold needed to trigger a more robust analysis.

Currently set at 1600 CLV, the recommendation is to lower the threshold for triggering a more robust analysis to a 1350 “baseline” CLV. This is consistent with the lowest CLV Policy Area standard currently employed.

If the traffic impact of a proposed development is less than the policy area standard + 10 CLV, no mitigation is required. If it is greater than the policy area standard + 10 CLV, an intersection operations analysis is required.

A network operations analysis is triggered at 1600 CLV **or** at a 1450 “baseline” where the project adds more than 10 trips **and** the intersection in question is located on an identified “congested arterial roadway” list.

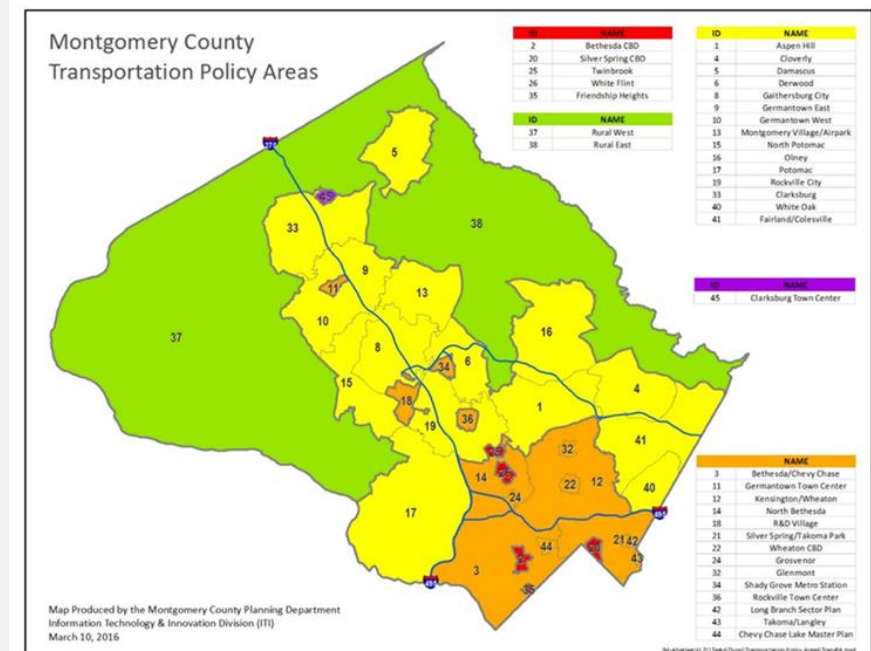
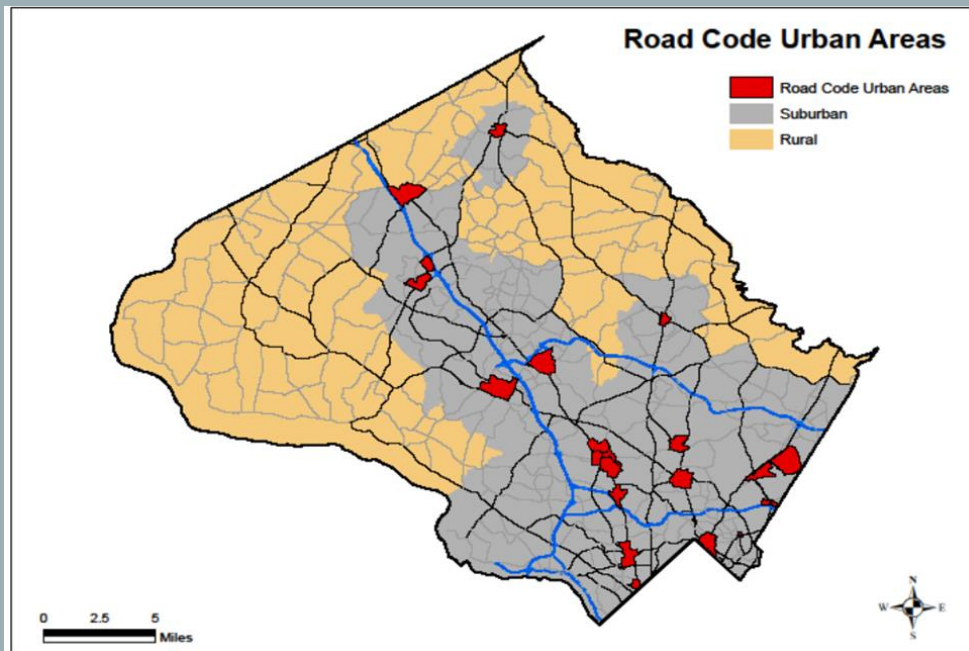
In addition, the proposed SSP recommends that person delay be evaluated by requiring total pedestrian wait and walk time in Road Code urban areas remain unchanged.

# TRANSPORTATION RECOMMENDATIONS

Inequity of “the last one in”

How do we fix it?

The proposed recommendations address this issue to some extent by eliminating the Local Area Test in the Core areas, and by providing for mitigation payments in lieu of simply increasing intersection capacity in designated road code areas that place a focus on multi-modal context sensitive street design attributes.



## TRANSPORTATION RECOMMENDATIONS

Mitigation not always provided in the  
desired form

How do we fix it?

The consideration of land use context in defining appropriate infrastructure solutions extends beyond the Policy Area geography. As with Policy Areas, the Road Code also defines portions of the County as urban, suburban or rural

The Road Code urban areas reflect nuances within a Policy Area where the land use is expected to generate a higher proportion of walking and bicycling. The identification and implementation of transportation solutions in these areas tend to be the most complex.

It is more efficient in these areas for the public sector to implement transportation solutions in a coordinated fashion. Therefore, in Road Code urban areas where an applicant needs to mitigate an LATR impact, the applicant should make a payment in lieu of construction as the first course of action rather than a measure of last resort.

## TRANSPORTATION RECOMMENDATIONS

No recognition of the connection between  
parking and travel demand

How do we fix it?

The 2016 SSP recommendations include two new incentives related to reduced parking.

One is a reduction in the calculated trip generation rate for providing parking at or below the minimum required.

The other is in the form of a discount on the Transportation Impact Tax that is based on the percent of parking spaces provided below the minimum required.

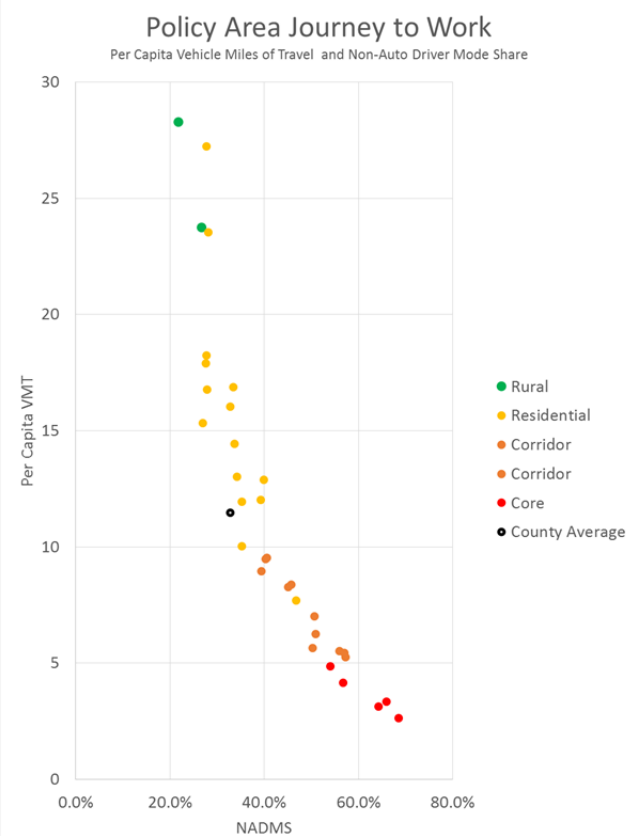
In addition, the 2016 SSP identifies person trip generation rates that allow the use of vehicle trip generation rates up to 40 percent lower than ITE vehicle trip generation rates based on the location and type of development.

## REDUCED PARKING

- Set ancillary retail rate at zero for first 10,000 GSF in vertical mixed use
- Adjust trip rates for Reduced Parking Incentive
  - Applicable for sites proposing a number of spaces less than the minimum required
  - For residential uses, each 2 percent reduction in parking below the minimum number of spaces yields a 1 percent reduction in vehicle trip generation rates for that use.
  - For office uses, each 3 percent reduction in parking below the minimum number of spaces yields a 1 percent reduction in vehicle trip generation rates for that use.

## IMPACT TAXES

- Adjust residential and commercial rates based on policy area category and Vehicle Miles of Travel (VMT) or Non-Auto Driver Mode Share (NADMS),
- Adjust Residential impact tax rates based on Home Based Work (home to work trip pairs) Vehicle Miles of Travel
- Adjust Commercial impact tax rates based on Home Based Work average Non-Auto Driver Mode Share



## MULTIPLIERS FOR COUNTYWIDE AVERAGE TRANS IMPACT TAX RATES

Policy Area Type	Residential	Commercial
Core	0.25	0.75
Corridor	0.75	1.00
Residential	1.25	1.25
Rural	2.00	1.25



# IMPACT TAXES

Adopt revised transportation impact tax rates

Policy Area Group or Tax District	SF Residential	MF Residential	Office	Retail	Industrial	Other Commercial
Core	\$3,492 per DU	\$2,222 per DU	\$9.56 per SF GFA	\$8.55 per SF GFA	\$4.76 per SF GFA	\$4.76 per SF GFA
Corridor	\$10,475 per DU	\$6,665 per DU	\$12.75 per SF GFA	\$11.40 per SF GFA	\$6.35 per SF GFA	\$6.35 per SF GFA
Residential	\$17,478 per DU	\$11,108 per DU	\$15.94 per SF GFA	\$14.25 per SF GFA	\$7.94 per SF GFA	\$7.94 per SF GFA
Rural	\$27,932 per DU	\$17,772 per DU	\$15.94 per SF GFA	\$14.25 per SF GFA	\$7.94 per SF GFA	\$7.94 per SF GFA

# IMPACT TAXES

Example of revised transportation impact tax rates with and without reduced parking adjustment factors

Estimated Transportation Impact Taxes										
Project Type	DU's	Office SF	Retail SF	Recommended Tax Structure	Current Tax Structure	Difference	Parking Incentives Applied?	Notes	Recommended Tax Structure Without Parking Incentive Applied	Difference without reduced parking
Core - Mixed Use - Office & Retail	0	350,000	30,000	\$2,522,363	\$2,393,500	\$128,863	Yes	Increase Rates Relative to Current Rates Offset Parking Incentive	\$3,603,375	\$1,209,875
Core - Mixed Use - Residential & Retail	120	0	6,500	\$172,190	\$417,930	(\$245,741)	Yes	Assumes Parking is 10% Below Baseline Minimum	\$245,985	(\$171,945)
Corridor - Mixed Use - Office, Residential, & Retail	425	230,000	40,000	\$4,329,285	\$6,085,975	(\$1,756,690)	Yes	Assumes Parking is 10% Below Baseline Minimum	\$5,411,606	(\$674,369)
Corridor - Mixed Use - Residential & Retail	250	0	25,000	\$1,180,050	\$1,871,750	(\$691,700)	Yes	Assumes Parking is 10% Below Baseline Minimum	\$1,475,063	(\$396,688)
Residential - SF Detached	125	0	0	\$2,182,188	\$1,745,750	\$436,438	No	Increased Rate	\$2,182,188	\$436,438
Residential - SF Attached	150	0	0	\$1,928,306	\$1,714,050	\$214,256	Yes	Assumes Parking is 10% Below Baseline Minimum	\$2,142,563	\$428,513
Rural - SF Detached	10	0	0	\$279,320	\$139,660	\$139,660	No	Increased Rate	\$279,320	\$139,660

## NEXT STEPS

- Approve a Public Hearing Draft
- Set Public Hearing for June 2, 2016
- Hold Planning Board Worksessions throughout the month of June
- Late July Transmittal to Council
- Fall Council Worksessions
- November 15 Council Adoption